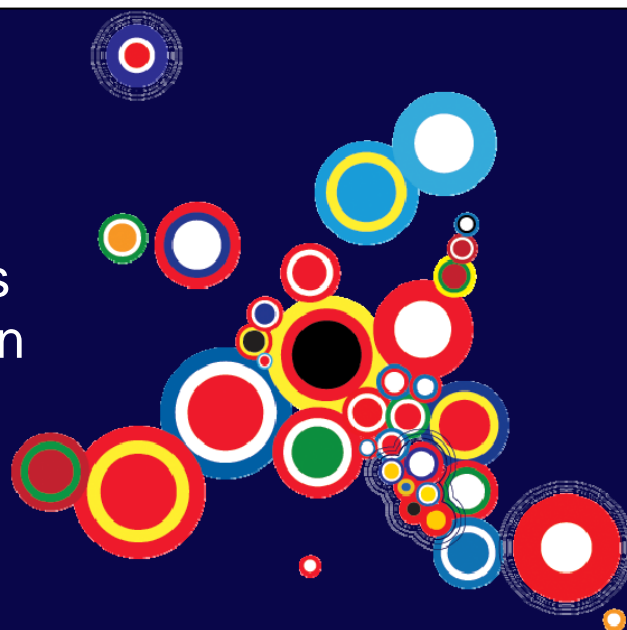




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

MONTENEGRO

Strengthening the capacities for air quality management in Montenegro



Action summary

The general objective of this Action is to achieve full compliance with the requirements of the Air Quality acquis.

The specific objective is to complete the monitoring network in line with the Air Quality Directives (2008/50/EC and 2004/107/EC) and the Convention on Long-range Transboundary Air Pollution (CLRTAP) and the European Monitoring and Evaluation Programme (EMEP) Protocol.

This Action will benefit Montenegro by contributing to the development of technical capacities for the sound implementation of EU legislation in the area of air quality.

In practical terms, this Action will provide the necessary equipment for the system for air quality monitoring. These results as such will contribute to the Montenegrin and common EU environmental goals.

Action Identification	
Action Programme Title	Annual Action Programme for Montenegro (2014)
Action Title	Strengthening the capacities for air quality management in Montenegro
Action Reference	IPA/2014/ 032-803.09/ME/AirQuality
Sector Information	
IPA II Sector(s)	Environment and Climate Action
DAC Sector	41010 Environmental policy and administrative management
Budget	
Total cost	EUR 1.1 million
EU contribution	EUR 935 000
Management and Implementation	
Method of implementation	Indirect management
<i>Indirect management:</i> National authority or other implementing body	Directorate for Finance and Contracting of the EU Assistance Funds (CFCU)
Implementation responsibilities	/
Location	
Zone benefiting from the action	Montenegro
Specific implementation area(s)	/
Timeline	
Deadline for conclusion of the Financing Agreement	At the latest by 31 December 2015
Contracting deadline	3 years following the date of conclusion of the Financing Agreement, with the exception of the cases listed under Article 189(2) Financial Regulation
End of operational implementation period	6 years following the date of conclusion of the Financing Agreement.

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

Air quality component

The focus in the environmental and climate sector in Montenegro has recently been put mainly on alignment with the EU *acquis*. However, capacity to implement and enforce environmental legislation remains to be significantly strengthened. In particular, the enforcement and implementation of the legislation (including the transposed environmental *acquis*) depends on improved monitoring which should also feed into improved decision-making in the area of environment protection (see also air and water below) and climate action. The Ministry of Sustainable Development and Tourism, as the lead institution in the sector and other related institutions together with municipalities are facing difficulties in the process of implementation of relevant policies and laws related to achieving the standards deriving from the EU *acquis*. The institutions responsible for implementing the environmental legislation (such as Environmental Protection Agency (EPA), Institute for Hydrometeorology and Seismology (IHMS), Centre for Eco toxicological Research (LLC CETI) and relevant inspection bodies on central and local level) have monitoring and reporting obligations deriving from relevant laws and bylaws.

System for Air Quality (AQ) monitoring and analysis in Montenegro needs to be improved in order to achieve full implementation of relevant AQ *acquis* and implementation of *Convention on Long-Transboundary Air Pollution* and its relevant protocols. Montenegro has established legal, institutional and strategic framework for AQ management in accordance with EU requirements. During the period 2009-2012 legal framework was harmonised with EU *acquis* and the state network for AQ monitoring was established in order to cover minimum requirements of EU *Directives 2008/50/EC* and *2004/107/EC* and the European Monitoring and Evaluation Programme (EMEP)

At the moment, the basic parameters are covered, but the quantity and quality of equipment is still insufficient to insure sufficient relevant data for proper AQ information and reporting in accordance with EU requirements.

The Environmental Protection Agency was established in 2008 and in accordance with their responsibilities has taken over the care of the implementation of the legislation in the area of air quality. In 2010 Montenegro has established a National Network for air quality monitoring with measurements on the automatic fixed stations, with improved data quality enabling better reporting of air quality. Monitoring of transboundary air pollution is due to the exceptional importance of meteorological conditions for cross-border transfer of pollution remained under the jurisdiction of Institute of Hydrometeorology and seismology, but the EMEP stations are included in the National Network.

AQ National Network consists of a minimum number of automatic fixed stations that should be representative for the zone of air quality to which they belong. Montenegrin territory is divided into three zones of air quality: North Critical Zone, South Critical Zone and Maintenance Zone of air quality ([Annex 5](#)). Types of measuring stations which are installed at the measuring points are defined in accordance with the requirements of Directive 2008/50 ([Annex 6](#)). National network currently consists of seven automatic fixed stations located in: Podgorica UT, Nikšić UB, Bar UB, Pljevlja UB, Gradina SB (near Pljevlja), Golubovci SB and Tivat UB. Zabljak is the eighth station (EMEP), but its position and the equipment does not meet the EMEP criteria.

Due to the specific geographic characteristics, dominated by mountain massifs, valleys, river valleys, etc. measurement results largely represent the specific characteristics of narrow zone relative to the measuring position. Therefore, it is necessary to increase the number of measurement points, which is in line with the recommendations of the screening (to increase the number of measurement points in the critical areas in terms of air quality). There is a need for purchase of new analysers because of obsolescence of existing devices at some measuring points (some devices have been produced in 1996) and its inability of maintenance (high repairment costs). List of required analysers is inserted in the list for new equipment that is needed for two new fixed stations and EMEP station in [Annex 7](#).

The state budget annually allocates funds required for regular service and calibration of measuring instruments. Montenegro has no calibration laboratory, these activities are currently performed by EKONERG Institute in Zagreb (Croatia) which is authorized institution and has all the necessary accreditation (selected by tender procedure). Every year, these activities are carried out to the agreed schedule, and delays in the measurements occur due to defects in outdated equipment whose repair is very expensive and often requires sending the instrument abroad (to Germany, Italy...). All data obtained by measuring are validate data and used to prepare the reports in accordance with national and EU legislation. Since 2010 regular reporting within the European environment information and observation network (EIONET) was introduced (DEM, ozone reporting).

Expanding the National Network is planned by installing two automatic fixed stations in a: North Critical Zone - UB urban background at the measuring point Bijelo Polje and one in the South Critical Zone - UB urban background in Podgorica, as in Podgorica for now there is only installed the UT urban traffic station (almost one third of the Montenegrin population lives in Podgorica) (**Annex 7**).

In this way, the procurement of analysers that are missing in existing measuring stations would establish a stable system of measurement. Otherwise, outdated equipment and the inability to purchase new analysers would lead into question the future of air quality monitoring in Montenegro, in the scope required for the assessment of air quality and the fulfilment of the obligation to provide data through EIONET network.

As a part of the National Network, there is the EMEP station in Žabljak, which is not fully operative in practise. In recent years, reports have been submitted with available data, whose quality and volume does not correspond to the requirements of the EMEP program. Establishing of measurements in accordance with the EMEP program involves the purchase of complete measurement (automatic) equipment, installation of equipment at the measuring point - Žabljak, supply and installation of laboratory instruments: Ion Chromatography and Inductively coupled plasma mass spectrometry (ICP-MS) to analyse organic and inorganic components in the samples, as well as complete infrastructure on the EMEP location (adequate space for the technical staff on the location) and terrain vehicle. This station as well as laboratory equipment will be managed by the Institute of Hydrometeorology and seismology, which will through its budget provide funds needed for regular maintenance.

List of laboratory equipment for the Institute of Hydrometeorology and Seismology which is planned for procurement is in **Annex 8**.

In accordance with Articles 5.2 and 9 of Directive 2008/50 it is necessary to review of air quality zones every 5 years (zones were established in 2010). All activities for this purpose must be conducted in accordance with the Directive and will provide a systematic approach, because the number of available data is much higher, the data are higher quality. It is necessary to provide software solutions for modelling, as well as technical support to of the EU experts who have experience in the reviewing procedures of zones of air quality and review of the validity of and types of measurement points. If it turns out that it is necessary of dislocations of the measuring equipment and the establishment of new measurement sites, will also need funding for these activities to build the necessary infrastructure.

Proposed activities arise from the Action plan for the period 2013-2016 (measures 28, 37, 38 and 39), of the National Strategy for Air Quality Management in Montenegro.

In accordance with the *Law on Air Protection* competences in AQ area have been entrusted to the following government agencies:

Ministry of Sustainable Development and Tourism (MSDT) defines, coordinates and supervises the implementation of measures to protect and improve air quality, coordinates the implementation of the National Strategy for air quality management and performance of the obligations assumed under international contracts and agreements, establishes international cooperation (including cooperation with the European Commission) and the exchange of data in the field air quality.

Environmental Protection Agency (EPA) organizes the monitoring of air quality, performs air quality assessment on the basis of all available air quality data from different data sources, checks the

accuracy of the measurements and other methods used by legal persons responsible for monitoring, makes air quality analysis, prepares reports, informs the public, communicates with the relevant national and international bodies and organizations.

Based on the *Decree on Entrusting a Part of Activities of the Environmental Protection Agency to the Centre for Toxicological Research of Montenegro (CETI) (Official Gazette of Montenegro 62/2011)*, CETI have been entrusted with the collection of data on the measurement locations for fixed measurements in the national network established to monitor air quality according to the annual program of air quality monitoring. In accordance with the *Regulation on the Organization and Functioning of Public Administration (Official Gazette of Montenegro 5/2012)* carrying out inspection tasks is entrusted to the Joint Inspection Authority - Directorate of Inspection.

Institute of Hydrometeorology and Seismology (IHMS) is responsible, according to the Law of hydro-meteorological matters (Official Gazette of Montenegro 26/10) among other fields of expertise, for monitoring and measuring the environmental parameters, control and evaluation of the air and precipitation quality, and the preparation of studies, surveys, analyses and information, as well as the fulfilment of international obligations in the field of air quality (EMEP, MEDPOL, GAW). The overviews of existing human resources in the institutions that are part of the air quality management system are given in Annex 3.

RELEVANCE WITH THE IPA II INDICATIVE STRATEGY PAPER (OR MULTI-COUNTRY STRATEGY PAPER) AND OTHER KEY REFERENCES

As stated in the *EC Enlargement Strategy and Main Challenges 2013-2014 for Montenegro* “In the area of environment and climate change, considerable efforts, including more strategic planning, are needed to ensure alignment and implementation of the *acquis*”. The *Montenegro 2014 Progress Report* points out that administrative capacity in all areas of environment and climate change has to be strengthened at both central and local level. Resources remain limited and substantial investments are needed. *Screening Report Montenegro for Chapter 27 – Environment and Climate Change* points out that substantial effort is needed to consolidate administrative capacity for environmental and civil protection and climate action. Montenegro needs to ensure adequate staff numbers, training and equipment and overall coherence between its plans for alignment and the timetable for the reinforcement of its capacity.

Proposed Action is in full alignment with the *Indicative Strategy Paper for Montenegro (2014-2020)* (ISP) priorities one of which being: “Strengthening the capacity of the central and local administration for planning, permitting, inspection, enforcement, monitoring, as well as project management, including project preparation for large investments.”

The *Development Directions for Montenegro 2013-2016* has recognized the area of environment protection as crucial for securing future sustainable growth of the Montenegrin economy stating that a healthy environment, protected by a sound environmental policy, which is an integral part of all sectoral policies, is defined as a prerequisite for sustainable tourism, agriculture and forestry, rural development, transport and energy, especially in the context of the constitutional obligations of Montenegro to develop as an ecological state. Additionally, the environment sector is defined as a priority in government documents such as *Accession Programme of Montenegro (2014-2018)*; *Pre-accession Economic Programme (PEP) 2012-2015* and *Regional Development Strategy of Montenegro (2014-2020)*.

SECTOR APPROACH ASSESSMENT

As regards the administrative structure in this sector, Ministry of Sustainable Development and Tourism has the overall responsibility for the development, management and coordination of environment and climate change policy. In addition, following institutions that are under administrative jurisdiction or supervision of the Ministry of Sustainable Development and Tourism are included in the sector:

- Institute for Hydrometeorology and Seismology;

- Environmental Protection Agency;
- Directorate of Public Works;
- PC National parks of Montenegro;
- LLC PROCON;
- LLC Centre for Eco toxicological research (CETI);
- LLC VODACOM;

Regarding donor coordination, although there is very limited formal or structured overall donor coordination either at sector or sub-sector level managed by the national authorities, several donor coordination meetings for the environment sector involving IFIs, bilateral donors and the EC have been organized. The experience to date suggests that it is needed to establish formal coordination structures by making the link between the Ministry of Sustainable Development and Tourism, local governments and international financial institutions, available EU funds, as well as the competent institutions of the countries with which bilateral cooperation has been established. Another important tool for donor coordination is the Western Balkans Investment Framework (WBIF) which is used by the environment sector to strengthen coherence and synergies in donors support.

Bearing in mind that environment pollution or climate changes do not respect borders, geographically or institutionally a sector-based approach is considered essential for the area of environment protection and climate action. This newly introduced sector approach will contribute to meeting the environment and climate sector needs for infrastructure investments and capacity building but further development of structures and capacities for the effective enforcement of this approach is needed.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

In the previous financial perspective 2007-2013, IPA supported and still supports projects in the environment sector in the amount of around EUR 40 million, mainly focused on approximation with environmental *acquis* and infrastructure development in the areas of water and waste management. IPA is currently supporting the development of *Strategy and Action Plan for the Approximation of Montenegrin Legislation with the EU Environmental acquis* which will result with a *National Environmental Approximation Strategy and Investment plan*.

Although the IPA assistance was of substantial importance for the improvement in the overall state of environmental protection, the lessons learned by the Government of Montenegro during the previous 2007-2013 programming period show that government strategic planning, project prioritization and especially project implementation need to be improved in the future programming period. Another outstanding issue is related to the sustainability of projects having in mind that high employee turnover, reliance on temporary staff and lack of expert skills in the administration hinder proper implementation of policies and projects. Additionally, competent authorities need to be very proactive in cooperation with relevant stakeholders at central and local level and to improve inter-sectoral cooperation with other ministries in the programming and implementation of projects financed with the support of IPA. As coordination among stakeholders is recognized as a crucial problem and overcoming it will require comprehensive and clear information flows and focus on common understanding of responsibilities, obligations and deadlines.

In the sector of Air Quality, Montenegro had a long-term technical support from the Republic of Italia. In the scope of this bilateral cooperation the AQ zones have been established on the basis of the historical data and the short-term AQ monitoring campaigns. Also, the basic composition of the AQ monitoring network has been established in the scope of this cooperation. Two automatic monitoring stations have been donated through this cooperation and additional two through project of cooperation with International Atomic Energy Agency (IAEA).

At the occasion of development of the *National Strategy for Air Quality Management*, the expert assistance has been acquired through TAIEX instrument. The expert report gave recommendations for improvement of the AQ monitoring network. Analysis of the current situation shows that significant efforts are required in terms of strengthening the administrative and technical capacity for the implementation of the AQ *acquis*. Current practice has also shown that it is necessary to improve

communication and coordination between institutions, to optimize the number of people involved in all activities related to the preparation and implementation of actions.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To achieve full compliance with the requirements of the AQ acquis.	Progress made towards meeting accession criteria	DG ELARG – Progress Report	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
To complete the monitoring network in line with the AQ Directives (2008/50/EC and 2004/107/EC) and CLRTAP/EMEP Protocol.	Improved quality and quantity of air quality data (Minimum data capture and Minimum time coverage as per Annex I of the Directive 2008/50/EC)	Annual EIONET Reports on Air Quality with comparable, accurate and reliable data collected using reference methods and other requirements of 2008/50/EC and 2004/107/EC Directives. Other EPA reports.	Steady progress on sector reforms in line with <i>ISP</i> and related national strategies.
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
R1 : Improved implementation (monitoring and reporting) of AQ acquis and CLRTAP/EMEP Protocol.	Increased fulfilment of obligations under the EMEP program (Level 1) Increased territorial coverage of air quality monitoring (with urban background measurements) Increased number of ASS and increased quality and quantity of data.	Reports of the Montenegrin Government to the EU. EPA reports. Reports on implementation of the National Strategy for AQ Management.	Legal, institutional etc. proposals and results of the Action are implemented in a consequent manner. Good co-operation among institutions involved. Sustainability of legal framework and institutions having received support ensured. Sustainability of staff trained, further training of incoming new staff (and replacements) ensured. Costs of operation for new institutions and equipment, as well as salaries of new staff ensured.
ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
R1 – A1 : Conduction of a review of air quality zones in line with Articles 5.2 and 9 of Directive 2008/50. R1 – A2 : Procurement of necessary stations (2 automatic stationary stations, EMEP station) and required equipment for the existing monitoring network.	Supply and service contracts.	EUR 1 100 000	Co-financing from national budget available. Counterpart staff in beneficiary institutions identified, available and co-operates in implementing the Action. Outputs from related assistance projects – as inputs to this Action – materialise on time and in good quality.

ADDITIONAL DESCRIPTION

The overall objective of this Action is to achieve full compliance with the requirements of the air quality *acquis* through completing the monitoring network in line with the AQ Directives (2008/50/EC and 2004/107/EC) and CLRTAP/EMEP Protocol. This Action will contribute to upgrading technical capacities for the implementation of policies and regulations in sub-sector air quality.

The EU support through the identified selected sector interventions will directly contribute to the fulfilment of the overall sector objective. Proposed activities for AQ are result of wide consultation among all key stakeholders involved in establishment of the national AQ management system aiming to improve AQ management and provide sound AQ data for proper planning of actions and measures in the country. Results of these shall lead to comprehensive strategic approach and to overall improvement of environment and climate change.

These interventions are defined by the following activities:

- Conduction of a review of air quality zones in line with Articles 5.2 and 9 of Directive 2008/50
- Procurement of necessary stations (2 automatic fixed stations, EMEP station) and required equipment for the existing monitoring network

Additional information on the activities planned within the Action is outlined in Annex 4.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The main beneficiaries of the Action will be the Ministry of Sustainable Development and Tourism.

Directorate for Finance and Contracting of the EU Assistance Funds (CFCU) being the Implementing Agency under IPA bears the sole responsibility for the proper implementation of all contracts in line with the relevant contractual provisions and the requirements governing the indirect management of EU assistance. The Project Implementation Unit (PIU) of the Ministry of Sustainable Development and Tourism will provide support to the CFCU whereby ensuring the proper technical implementation of the contract activities. In this regard, the CFCU and the PIU will closely cooperate throughout the contracts implementation process.

Implementation monitoring will be performed in order to obtain information on progress achieved and collect data required to prepare relevant reports for the National IPA Coordinator (NIPAC) Office and the CFCU, providing advices to contribute to tackle any issues and possible mistakes which could endanger the successful completion of the implementation. The major tools of the PIU for performing monitoring are: monitoring visits, participation in the regular progress meetings, participation in the Steering committees meetings, review of regular progress reports and participation at on-the-spot checks, carried out by the CFCU.

A Steering Committee (SC) will be established to review the Action progress, comprising of representatives of PIU of the Ministry of Finance, beneficiary institutions, CFCU, NIPAC Office and the EUD. The SC may invite other organisations to attend meetings in cases where this will bring added value to discussion, direction and outcomes of the Action. Representatives of the other key stakeholders may also be invited to attend SC meetings.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

Implementation will be carried out in Indirect Management mode. The Action will be implemented through procurement of one service and one supply contract, with total value of EUR 1 100 000. Co-financing in the adequate amount will be provided by the Government of Montenegro.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

Monitoring and evaluation of the implementation of this Action will be conducted in accordance with the rules of indirect management and respecting the requirements and provisions of IPA II regulations and those that will be laid down in Framework Agreement and in respective Financing Agreement. Achieving of the Action results will be regularly monitored by the responsible national implementing body and National IPA Coordinator.

Implementation of this Action will be subject of special attention of Sectoral Monitoring Committee and IPA Monitoring Committee which shall measure progress in relation to achieving the objectives of the actions and their expected outputs, results and impact by means of indicators related to a baseline situation, as well as progress with regard to financial execution. The Sectoral Monitoring Committee will report to the IPA Monitoring Committee and will make proposals on any corrective action to ensure the achievement of the objectives of the Action and enhance its efficiency, effectiveness, impact and sustainability.

Moreover, in accordance with Article 8 of Commission Implementing Regulation (EU) no 447/2014 NIPAC shall take measures to ensure that the objectives set out in the Action are appropriately addressed during the implementation of EU assistance. Procedures for implementing monitoring activities will be set out in the revised Manuals of Procedures aligned with new IPA regulations. Best practices from the monitoring of implementation of previous actions and recommendations given by external monitoring in this sector will be also taken into consideration.

This Action shall be subject to evaluations, in accordance with Article 30(4) of Regulation (EU, EURATOM) No 966/2012 and with Article 22 of Commission Implementing Regulation (EU) no 447/2014. The results of evaluations shall be taken into account by the IPA Monitoring Committee and the Sectoral Monitoring Committee.

INDICATOR MEASUREMENT

INDICATOR	DESCRIPTION	BASELINE (2010)	LAST (2013)	MILESTONE 2017	TARGET 2020	SOURCE OF INFORMATION
<i>PROGRESS MADE TOWARDS MEETING ACCESSION CRITERIA</i>	Progress made towards meeting accession criteria in this specific area of Chapter 27 (using the 2015 assessment scale)	Only the basic elements of a legislative framework are in place. There are serious weaknesses in implementation and enforcement that need to be addressed for the acquis to be effectively implemented	Preparations in the area of chapter 27 areas are still at an early stage	Montenegro is moderately prepared in the area of environment.	Montenegro has reached a good level of preparation in the area of environment	EC Progress Report
<i>IMPROVEMENT OF MONITORING SYSTEM</i>	Improved quality and quantity of air quality data (Minimum data capture and Minimum time coverage as per Annex I of the Directive 2008/50/EC)	70%	70%	80%	90%	- EPA Report to EIONET
<i>IMPROVEMENT OF EMEP PROGRAMME</i>	Increased fulfilment of obligations under the EMEP program (Level 1)	10%	10%	100%	100%	Reports of the Montenegrin Government to the EU EPA reports Reports on implementation of the National Strategy for AQ Management
<i>EXTENSION OF MONITORING NETWORK</i>	Increased territorial coverage of air quality monitoring (with urban background measurements) Increased number of ASS and increased quality and quantity of data.	0% 7 ASS (2014)	0% 7 ASS (2014)	17% 10 ASS (2014)	17% 10 ASS (2014)	Reports of the Montenegrin Government to the EU EPA reports Reports on implementation of the National Strategy for AQ Management

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

This Action directly relates to environment and climate issues at the national and local levels. It will improve the technical capacities and quality of information necessary for the further progress in the implementation of EU legislation and thus directly contribute to improved environmental protection and climate action.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

The various coordination mechanisms for external assistance, particularly the sector-based coordination group, have ensured that all the central-level stakeholders have been consulted on this Action. Likewise, all the primary stakeholders have been consulted during formulation of the intervention and will participate in the implementation both as direct beneficiaries and as members of the Steering Committee. Representatives of non-governmental organizations and civil society will be consulted and involved in the implementation of the Action.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

Based on the fundamental principles of promoting equality and combating discrimination, participation in the Action will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. All contractors shall be requested to provide monitoring data recording the participation of men and women in terms of expert inputs (in days), as a proof of equal participation of men and women during the implementation phase.

MINORITIES AND VULNERABLE GROUPS

Considering the fact that this Action will deal with environmental issues targeting a general improvement in the area of air quality, its outcomes will be beneficial to all citizens' especially national minority and underprivileged social groups, having in mind that these groups often live in areas where solving environmental problems is one of the top priorities. Further improvements in environmental protection and management will assist in poverty reduction, and increase the potential for economic activity.

6. SUSTAINABILITY

The Action will contribute to fulfilling EU environment and climate requirements in Montenegro, which will result in a better quality of life for citizens. Sustainability will be ensured through further harmonization of the legal framework and establishment of the institutional mechanisms for the implementation and full enforcement of the transposed legislation. The successful implementation will not be limited only to specific results, but will also multiply its effect by strengthening administrative capacity for implementing similar activities. The commitment on national level is presented by securing the necessary co-financing funds from the national budget as well as providing adequate human resources for the sound implementation of proposed activities.

7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action.

The implementation of the communication activities shall be the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions.

The use of *Communication and Visibility Manual for EU External Actions* is compulsory. The contractor shall use the appropriate stationery in letterheads or fax headers sheets and report presentation format, but should add the phrase “*This Action/programme is funded by the European Union*” as well as the EU flag when relevant. Elements of the communication strategy may include: press release, press conferences, leaflets and/or brochures, newsletters, web pages, vehicle panels, promotional items, reports, audio-visual productions. Any supplies or equipment delivered under an EU-funded Action must be clearly identified and must visibly carry the EU logo and the mention “*Provided by the support of the EU*” in the operational language of the EU programme and in the local language.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the EU Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA Monitoring Committee and the Sectoral Monitoring Committees.

LIST OF ANNEXES

- 1. List of reference documents;**
- 2. Human resources in the institutions dealing with Air Quality management;**
- 3. Additional information on the activities planned within the Action.**
- 4. Map of the national air quality monitoring network**
- 5. Current state of the monitoring network**

ANNEX 1

List of reference documents

- National Development Directions 2013-2016;
- Accession Programme of Montenegro (2014-2018);
- The Pre-accession Economic Programme (PEP) 2012-2015;
- The Regional Development Strategy of Montenegro (2014-2020);
- Law on Air Quality;
- National Strategy for Air Quality Management and the Action plans for 2013–2016;
- Law on Chemicals;
- National Strategy on Sustainable Development 2007-2012.
- Law of Hydro-Meteorological Matters (Official Gazette of Montenegro 26/10)

ANNEX 2

Human resources in the institutions dealing with Air Quality management

HUMAN RESOURCES IN THE INSTITUTIONS THAT ARE PART OF THE AIR QUALITY MANAGEMENT SYSTEM		
Name of the institution		
<p>Ministry of Sustainable Development and Tourism</p> <p>Environmental Protection Agency</p> <p>Institute of Hydrometeorology and Seismology</p> <p>Centre for Toxicological Research</p>		
<p>The person responsible for, control, monitoring, management of maintenance of the state network, preparation of reports on air quality, approval of the report on air quality, delivery of reports to national and international institutions, notification of the public and other stakeholders</p> <p>3 engineers / technical staff and one lawyer (Authors of report)</p> <p>3 engineers / technical staff and one economist (responsible persons)</p>	<p>Experts/ technical persons in charge of field work and laboratory analysis of samples</p> <p>9 engineers / technical staff and 7 technicians</p>	<p><u>Note:</u></p> <p>Montenegro does not have a calibration laboratory for measurement instruments.</p> <p>Regular calibration and service of measuring instruments is carried out annually by the accredited and authorized institutions in accordance with EU standards. The choice of institutions is made by tender procedure. So far this work was done by the Institute for Energy and Environmental EKONERG from Zagreb. This ensures the quality of data, which is proved by the regular inter-laboratory check with accredited laboratories from Europe.</p> <p>In accordance with the Action Plan / National Strategy for air quality management Montenegro planned to establish a National calibration laboratory for calibration and maintenance of equipment AQ.</p>

ANNEX 3

Additional information on the activities planned within the Action

Activity 1.1: Strengthening air quality monitoring system to serve the implementation of the Air quality directive (EPA, IHMS)

- Detailed assessment of the AQ monitoring network in accordance with the Art. 3.2 of the Directive 2008/50/EC;
- Provision of recommendations for re-arrangements, improvements and enlargement of the network;
- Equipment purchased for improvement of the AQ network and laboratory for AQ analysis;
- Equipment installed;
- Training of staff for use of the new equipment completed.

The activity purpose is to improve implementation of the environmental *acquis*, availability of environmental data and provide sound basis for proper planning of actions and measures to improve environment and climate change. This goal shall be achieved through strengthening of the administrative and technical capacities for environmental management on central and local level in the area of air quality management and climate change.

The establishment of an appropriate legal framework in Montenegro enabled the start of implementation of AQ *acquis* by initial establishment of AQ zones and AQ management network during the period from 2010 – 2012. In parallel, Montenegro strives to implement relevant international agreements in this field (CLRTAP/EMEP Protocol). The AQ Monitoring Network is currently composed of 7 automatic monitoring stations at operation, and the EMEP station for monitoring transboundary air pollution which is out of order. At the existing stations, basic AQ parameters are covered but there is a need to fully implement the requirements of the AQ directives and EMEP Programme for which the additional equipment is necessary, both for AQ sampling and laboratory analysis. In accordance with EU Directive 2008/50/EC, AQ zones and measurement points shall be reviewed every 5 years in order to insure that existing measurement points are representative enough and that automatic measurement is performed in all zones where it is required. For this first review of the AQ network Montenegro needs technical assistance and support in order to complete the monitoring programme requested by AQ directives. The proposed service contract will consist of expert support for reviewing the monitoring network including modelling, as it was done in 2006 by Techne Consulting for the first exercise of zoning of air quality zones and agglomerations. The outputs of the monitoring network review study will be in the form of recommendations for potential reallocation of existing stations and stations that will be procured with this Action. Based on current knowledge and on-the-field experience, an assessment is that there will not be a need for any major reallocation of monitoring stations (possibly 1-2 stations could be reallocated depending on the results of the review). The potential reallocation encompasses the relocation of equipment, concreting plateaus, electricity connection, grounding and fencing. Since these operations have already been conducted during the establishment of two new stations in 2012, the estimated cost of the reallocation would not exceed EUR 7000. These costs do not include the cost of purchasing new equipment as these costs are listed in Annex 7.

Moreover, there is a necessity to identify appropriate spot for monitoring of transboundary air pollution. Existing EMEP station, established in 1970's is now in the urban area of Žabljak and does not serve its function due to outdated equipment. Reports to the EMEP Programme have not been delivered as of 1996. In 2010 and 2011 reports were delivered with available data whose quality and volume does not match the requirements of the EMEP Programme. Responsibility of IHMS for this program is based on Law of air quality (as well as Law on hydro meteorological services). EMEP station is part of Air Quality State network; relevant meteorological parameters have measured at the same place, what is requested by EMEP; IHMS staff has capacity and experience for the measuring

and all related work (recent training in NILU); Intensive cooperation of IHMS staff in EMEP activities and programs; Involvement of IHMS in WMO programs, specially related to CLRTAP, as umbrella body of EMEP protocol. EMEP program requires a chemical analysis of the samples that were sampled in the EMEP station. Institute of Hydrometeorology and seismology does not own laboratory instruments for those analyses. Therefore, it is necessary to procure laboratory instruments such as Ion Chromatograph and Inductively Coupled Plasma with Mass Spectrometry (ICP MS) in order to comply with the analysis requirements in accordance with the EMEP Programme and Law.

A comprehensive air quality monitoring is necessary in order to establish a cleaner and safer environment. The negative impact of air pollution on human health and the environment, usually the result of a long-term process of emission and deposition of pollutants, so it is necessary to follow these long-term processes of exposing cause-and-effect relationship polluting activities and protection measures taken to prevent their negative impact. Capacity building and human resources to operate the equipment, analyse the results create reports, establish system QA/QC will improve the overall system and help in the creation of environmental policy. Reduction of total GHG emissions (including emissions per capita and per GDP measurement unit) is conditioned by the identification of sources of pollution, and the proof of the achieved improvement or deterioration of the situation can be traced through AQ conditions.

Annex 4

National Network of measuring stations - air quality zones



Annex 5 - Current situation

Measurement site	Zone	Type of measuring site	Pollutants Measured for the protection of human health	Pollutants measured for the protection of vegetation
Tivat	Maintenance Zone	UB	NO ₂ , PM ₁₀ , PM _{2.5}	
Bar	South Critical Zone	UB	NO ₂ , SO ₂ , PM ₁₀ , PM _{2.5} , cadmium, arsenic, nickel, benzo (a) pyrene, O ₃ , CO, benzene	
Pljevlja	North Critical Zone	UB	SO ₂ , NO ₂ , PM ₁₀ , PM _{2.5} , cadmium, arsenic, nickel, benzo (a) pyrene, benzene	
Gradina	North Critical Zone	SB	O ₃	NO _x , SO ₂ , volatile organic compounds
Golubovci	South Critical Zone	SB	O ₃	NO _x , SO ₂ , volatile organic compounds
Nikšić	South Critical Zone	UB	NO ₂ , SO ₂ , PM ₁₀ , PM _{2.5} , cadmium, arsenic, nickel, benzo (a) pyrene, O ₃ , CO, benzene	
Podgorica	South Critical Zone	UT	NO ₂ , PM ₁₀ , CO, benzene, benzo(a) pyrene, lead	